British Columbia Board of Parole

Annual Report 1987–88

Province of
British Columbia

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BRITISH COLUMBIA

BOARD OF PAROLE

ANNUAL REPORT

1987-88

92-06499/

British Columbia Cataloguing in Publication Data

British Columbia. Board of Parole.
Annual report. -- 1980/81-

ISSN 0710-7412

1. British Columbia. Board of Parole. 2. Parole - British Columbia - Periodicals.

HV9309.B7B74 354.711008493

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British Columbia

Board of Parole

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February 15, 1989

The Honourable Angus Ree
Solicitor General
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SIR:

I have the honour of submitting the Annual Report of the British Columbia Board of Parole for the fiscal year ended March 31, 1988.

Yours respectfully,

L. Stevenson
Chairman

LS/ja

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1. INTRODUCTION

Description

The B.C. Board of Parole makes decisions on applications for conditional release (parole) of inmates from provincial correctional centres. It receives its authority to do this from the Parole Act (Canada).

At any given time in British Columbia, there are approximately 1,872 convicted offenders serving sentences of less than two years and, as such, under provincial corrections jurisdiction. In addition, about 365 are serving their sentences in the community on parole. An inmate must apply for parole.

Following receipt of a parole application, a parole coordinator at the correctional facility acts as an agent of the Board in obtaining and collating a file of information for the parole hearing. Included in this information is a report from provincial probation officers who investigate and assess the parole plan.

Decisions to grant, deny, revoke, or suspend parole are made on the basis of criteria spelled out in the Act relating to;

- the risk to the public,
- the benefit derived from the sentence, and
- how early release will aid in an offender's reform and rehabilitation.

The Board consists of a full-time chairman and 22 community members who serve on an as-needed basis but averaging about three hearings days per month. Members are selected from various communities throughout the province to represent the community interest and concerns and to reflect a broad cross-section of occupational backgrounds and community endeavours.

The Year In Review

The fiscal year 1987 - 88 saw considerable escalation of the public scrutiny of sentencing, corrections, and parole practices in Canada. The forums of review already underway through the Federal Government's Correctional Law Review and the report of the Canadian Sentencing Commission entitled Sentencing Reform: A Canadian Approach were for a time overshadowed by public response to three tragic outcomes involving parolees in British Columbia and Ontario. In this province a decision of the B.C. Board of Parole to grant day parole to an inmate convicted of a highly publicized series of offences also received a great deal of media attention and contributed to the public criticism of parole laws as they currently exist.

By the end of the summer two additional reviews had been implemented by government. In British Columbia the Attorney General announced that his Ministry would be releasing a Discussion Paper or "Green Paper" on parole which would lead to the introduction of a provincial parole statute at the next sitting of the Legislative Assembly. At the same time, he urged the Solicitor General of Canada to seek amendments to the Parole Act (Canada) in the areas of decision-making and eligibility criteria which govern the operation of the Canadian Parole Boards. In the fall the Government of Canada focussed the terms of reference of the House Standing Committee on Justice and Solicitor General on issues "of sentencing, conditional release, and related aspects of the correctional system" and this Committee commenced a schedule of public and in-camera meetings, and invited submissions from a wide variety of criminal justice personnel and the general public.

Much of the Board's energies during the year were directed towards making positive contributions to these initiatives. A Task Force of Board members and Board staff prepared a Discussion Paper on Parole during the preparation of the Ministry's "Green Paper". The Board also made a significant contribution to the submission by the Canadian Association of Paroling Authorities to the Correctional Law Review on Conditional Release. In keeping with its management priority regarding public accountability, the Board took advantage of many opportunities throughout the year to address public, student, and criminal justice groups and agencies in order to contribute to an informed public opinion on parole matters.

During the year the Board's workload increased by 6.1% from the previous fiscal year. While the number of parole hearings and decisions thus showed an increase, the grant rate decreased by about 5.3% which seems to reflect a more conservative approach on the part of the Board members.

In summary, the year has been a very busy one for the Board. While contributing to the very important public discussion taking place, the Board has maintained an efficient and effective operation which, guided by the principles of fundamental justice and the duty of fairness, seeks to facilitate the reintegration of offenders into the community, while maintaining its primary objective of protecting society.

2. BOARD MEMBERSHIP AND STAFF

Completion of Tenure and New Appointments

Membership appointments to the Board normally expire on March 31 of the year in which the tenure is completed, new replacement appointments normally commence on April 1. Eight members completed their tenure on March 31, 1987 and were replaced by seven new members as indicated below:

	Terminations	New Appointments
Interior Region		
	Marvin Persson, Salmon Arm	Dan Kilburn, Kelowna
Northern Region		
	Mary Hansen, Prince George	Ann McCaffray, Prince George
Fraser Region		
	Marg Gregory, Surrey	Art Thornhill, Surrey
	Marg Vandenberg, Coquitlam	Gerry Turner, Coquitlam
Vancouver Region		
	Pam Glass, Vancouver	Susan Knott, Vancouver
	Jane Frost, Vancouver	Virginia Marshall-Lang, West Vancouver
Vancouver Island		
	Helen Perodeau, Sidney	Gerry Edwards, Sidney
	Don Hammond, Cowichan Bay	*

* The reduction of one member in the Vancouver Island Region was in response to a consistent workload reduction in that Region over the past few years. This complement may be adjusted in future years should the workload in the Vancouver Island Region return to earlier levels.

A list of members for the year 1987/88 is contained in Appendix "A".

Following their appointment, the new members participate in an orientation which includes observation at hearings and a week-long seminar concluding with the Spring General Membership Meeting. Newly-appointed members are then paired with experienced Board members for several months as they assume their responsibilites at parole hearings.

Membership Tenure

As reported in last year's Annual Report, the Attorney General and the Chairman had agreed to increase the membership tenure from three years to four. As a result, the Chairman recommended to the Attorney General the re-appointment for an additional year of those members whose three-year tenure would otherwise expire on March 31, 1988. Policy recommendations to complete the transition from the three to four-year model were placed before the Policy Executive for consideration at its first meeting in fiscal year 1988/89.

New Chairman

On February 15, 1988 the Attorney General announced the appointment of Mrs. Lynn Stevenson as Chairman of the Board, replacing Mr. John Konrad who accepted the position of Regional Director, Ministry of Solicitor General, Government of Canada under the Interchange Canada Program.

Prior to her appointment as Chairman, Mrs. Stevenson was the District Director of Lakeside Correctional Centre, a prison for female offenders located on the same property as the Lower Mainland Regional Correctional Centre. She has considerable experience in the field of corrections, both on the institutional and community side, including work with youth and adult offenders, and with family services. During a break in her professional career, while she raised her young family, she remained active in Corrections through her local Family Court Committee and with a Citizen's Advisory Board to the Vancouver Region of the B.C. Corrections Branch. Her leadership and guidance will be welcomed by the Board as it faces the challenges of the coming decade.

At the same time as it welcomed its new Chairman, the Board lost the services of a dedicated, energetic, and insightful leader when John Konrad accepted an exchange to the federal government. The strengths and successes achieved by the B.C. Board of Parole since it was re-organized under a new mandate in 1980 are in large part due to the direction and commitment of Mr. Konrad to a philosophy of citizen involvement in parole decision-making. The Board remains to this day the only paroling authority in Canada whose membership is comprised totally of part-time community board members. Two major internal studies have been undertaken (See Annual Report 1986/87 and Annual Report 1981/82) which indicate that a uniform application of the decision-making criteria contained in the Parole Act (Canada) has been consistently maintained with the community membership model. The findings of these studies, together with the maintenance of high quality decisions and low recidivism rates augur well for the future of citizen involvement in parole decision-making in this Province.

Professional Development of Board Members

Following their introduction to the Board through an orientation program, Board members are provided with ongoing professional development opportunities by referral to local and topical conferences, seminars, and workshops and by participation of the total membership in spring and fall general membership meetings. These meetings are planned with representatives of the membership to instruct or clarify areas of policy and practice and to broaden knowledge and understanding of related social issues and problems such as alcohol, drug abuse and sexual abuse.

The following topics were highlighted in the membership meetings and an additional special workshop during the year:

- **Conduct of the Parole Hearing and Parole Decision-Making**

  Through role plays and debriefing sessions the conduct of the parole hearing was critically examined with respect to the format of the hearing, disclosure of information to the inmate, interviewing styles and techniques, the role of corrections staff and inmate representatives in the hearing process, the decision-making process and parole criteria, the writing of reasons, and the presentation of the parole decision to the inmate.

- **Legal Issues in the Parole Hearing**

  A faculty member and law student from the Faculty of Law at the University of British Columbia organized role plays with Board members to illustrate points of administrative law relating to principles of administrative justice and fairness. A debriefing session followed which highlighted the legal issues inherent in a fair hearing.

- **Issues for Consideration in the Attorney General's Discussion Paper on Parole**

  Following the Attorney General's invitation to the Board to submit issues for consideration in his publicly announced Green Paper on Parole, the Board devoted an entire meeting to the identification and articulation of issues which were submitted to the Ministry and formed the basis of a Parole Board Discussion Paper on parole issues.

- **Sex Offender Treatment Programs**

  As a result of the development of institutional and community programs for sex offender treatment by the Corrections Branch and the Ministry of Health, Forensic Services, a special workshop was organized for Board members from the Lower Mainland

area. The workshop identified programs, program objectives, and community resources available to sex offenders in the Lower Mainland who might apply for parole.

Board Office Staff

Aside from the change of Chairman referred to earlier, there were no changes in the permanent staff of the Board office from the previous year. An additional clerical trainee placement was provided in the Board Office through the Personal Placement Program of the Ministry of Advanced Education and Job Training. This program allows for specific clerical projects to be identified which will provide practical training to the trainee and at the same time, enhance the administrative capacity of the office. Ms. Rosa Stoeber commenced work in the office in December 1987 under this program with an appointment to March 31, 1988, renewable at that time. The benefits of this program were realized both by the clerical trainee and the Board Office. Many projects which the Board Office had been unable to undertake because of heavy workload were commenced and accomplished.

Consistently the Annual Report acknowledges the dedication, loyalty, and high energy of the Board Office staff. This year the compliment is most deserving given the increase in the volume of work experienced by the Board and in view of the considerable external pressures placed on the Board during the year. All staff performed their duties in an exceptional manner under sometimes very trying circumstances. The staff complement is small, and each individual is required to understand areas of responsibility other than his/her own and to cooperate to the extent of sometimes performing the duties of other staff during periods of absence or heavy workload. The Board Office staff have cooperated willingly and responsibly in the interest of efficiency and effectiveness.

In the area of staff development, attempts have been made to organize a minimum of a one-day per year professional development event for the entire office. Plans this year were to spend a half day in the B.C. Supreme Court Registry at the Vancouver Law Courts and a half day at the Vancouver Office of the Ombudsman of British Columbia. Unfortunately, workload pressures resulted in these events being rescheduled to the future. Ongoing training was undertaken by two staff on the Board's new computerized parole data base.

Acknowledgement of Current and Former Board Members

- Robert Thompson, current member, received an honorary Doctor of Laws Degree from BILOA University, Los Angeles, California on May 30, 1987.

- Pam Glass, former member, was appointed as a staff member with the Royal Commission on Education which toured the

province during the year hearing submissions on improvements and changes to the education system.

- Arthur Ash, Board member from 1980 to 1983 passed away in Victoria in early January 1988.

3. NEW DEVELOPMENTS

Program Enhancement

In keeping with the Board's identified Management Priorities of enhanced public accountability strategies and effective relationships with other components of the administration of justice, a great deal of Board activity during 1987-88 was devoted to contact with related external agencies and the public. Highlights of these activities are described below:

- Public accountability reflects the efforts of the Board to improve public understanding of the parole system and to provide a public forum for discussion of parole issues and results. Board representatives spoke to a variety of community organizations throughout the province including Rotary Clubs, Zonta International, Burden Bearers, Fraser Regional Community Justice Initiatives Association, high school classes, and community college programs. Presentations were also made by the Board at a conference of the B.C. Criminal Justice Association, on Cable T.V., and at the annual Law Day. In addition, the Chairman and the Executive Director each instructed sessional courses at the School of Criminology, Simon Fraser University.

- Training events are scheduled annually with the B.C. Corrections Branch including a workshop to provide regular updating of parole policies and practices to Parole Coordinators, as well as consistent input to the training program for Probation Officers.

  In addition, the Parole Analyst participated in an information-sharing workshop on Vancouver Island organized by the regional police/parole committee and the Executive Director took part in a seminar for County Court Judges which included a major agenda item on corrections and parole issues.

- Ongoing liaison and consultation is maintained by the Board with the Ministry of Attorney General's Victim Services Working Group, with the Policy Advisory Groups of the B.C. Corrections Branch as well as local, district, and regional meetings of probation and institutional officers, and with a cross-section of private and public criminal justice agencies through the Association of B.C. Agencies Consulting on Criminal Justice (formerly known as the Regional Coordinating Committee).

  Specific initiatives during 1987/88 included a response by a Board Task Force to the Attorney General's Discussion Paper on the Victim Assistance Program entitled Balancing the Scales for Victims of Crime; a submission prepared by a committee of the Board and the B.C. Corrections Branch to respond to a discussion

paper on Conditional Release Supervision Standards issued jointly by the National Parole Board and the Correctional Service of Canada; a committee response by the Board to a project of the National Parole Board to more explicitly define the criteria by which parole decisions are made; consultation with the Director of the BC. Corrections Branch's Electronic Monitoring Project; and development work with representatives of the National Parole Board, Correctional Service of Canada, the B.C. Corrections Branch, and the National Joint Committee Police/Parole on a police/parole handbook for all police officers in the province.

Policy Development

The Policy Executive is responsible for establishing Board policy and for advice on administrative and program matters. It consists of the Chairman, Executive Director, and six Board members representing all regions of the province. During 1987-88 three regular meetings and one special meeting were held to deal with the following issues:

- **The Attorney General's Discussion Paper on Parole**

  During the summer of 1987 the Attorney General announced his intention to introduce a provincial parole statute and to release a discussion paper or "Green Paper" on parole. An invitation was extended to the Board to contribute to the development of the discussion paper through the Ministry. As the same time, the Attorney General commenced a tour of the province to promote his Ministry's new Victim Assistance Program and to address parole issues.

  The following initiatives were undertaken by the Board's Policy Executive to contribute and respond to the Attorney General's directions:

  - Board members were informed of the Attorney General's schedule for touring the province and attended these meetings as they were able;
  - A task force was established to identify issues for submission to the Ministry on the development of the "Green Paper" and to provide a basis for response to the "Green Paper" following its release;
  - The fall General Membership Meeting focussed almost exclusively on discussion of the issue paper developed by the Task Force.

- The Board's issue paper was approved by the Polic Executive and tabled pending the release of th Ministry's "Green Paper". A copy is included i Appendix "D" of this Annual Report. The "Gree Paper" was scheduled to be released very early in th new fiscal year 1988/89.

- **Membership Tenure**

  In addition to the changes reported earlier in Chapter 2 of th Report, the Policy Executive made a further recommendatio concerning tenure to ensure an ongoing involvement of citizer reflecting a community perspective:

  - that following completion of the standard tenure reappointments to another term would not be recommende other than in exceptional circumstances, such as th completion of an unexpired term which has bee prematurely vacated, or where a minimum of four years ha lapsed since the expiry of the first appointment.

- **Policy Adjustments to Board Policy on Day Parole, Disclosure of Information to the Inmate, and the Record of the Hearing.**

  Incidental policy adjustments were made regarding the eligibility of inmates applying for full parole following a denial of day parole and to the content and maintenance of Board member's hearing notes. Following a related court decision the Board advanced its policy on disclosure of information to require that the "gist" of confidential information be disclosed to the inmate having regard to the confidential aspects of that information.

- **Transcripts of the Judge's Reasons for Sentence**

  Pursuant to its management priority on improving information to the hearing, the Board commenced negotiations with Court Services Branch and the B.C. Corrections Branch to secure transcripts of the Judge's reasons for sentence for parole hearings. Budgets were projected and administrative procedures identified to implement this project early in 1988/89.

- **Report of the Canadian Sentencing Commission**

  The report of the Canadian Sentencing Commission entitled Sentencing Reform: A Canadian Approach was tabled in the federal House of Commons in March 1987. It contains, among other issues, recommendations for correctional reform including the abolition of parole. Given the scope of this report and the work already undertaken by this Board in conjunction with the

other Canadian parole boards with respect to the Correctional Law Review, it was decided that this Board's response might best be made in concert with the Canadian Association of Paroling Authorities. (See Chapter 6 of this report)

Management Priorities

The management priorities developed last year continue to serve as a guide to focus the ongoing activities and energy of the Board and its staff. Several of these priorities have been realized during the year and are described elsewhere in this report.

4. PROGRAM INFORMATION

Board Review and Member Workload

In 1987/88 the Board's workload increased 6.1% from 1,607 hearing decisions in the previous year to 1,705 this year. This increase resulted in a corresponding increase in the number of hearing days from 324 last year to 347 this year. At the regional level the increase was greatest in the Interior Region where the number of hearing days went from 35.5 last year to 47.5 this year, an increase of 33.8%. The Vancouver Region also showed a significant increase from 65.5 hearing days to 77 hearings days or 17.6%. Although the Northern and Vancouver Island Regions had increased workloads in 1986/87, this past year the hearing days decreased by 8.3% and 2.3% (respectively). The Fraser Region continues to have the highest workload with 124.5 hearing days, an increase of 4.6% over the previous year.

It should be noted that during 1987/88 the Lower Mainland Regional Correctional Centre was transferred into the Fraser Region. For purposes of this report and based on the Board's internal process of assignment to hearings and data collection, Lower Mainland Regional Correctional Centre data remains in the Vancouver Region until March 31, 1988.

Board Decisions

The number of applications for parole in 1987/88 increased 4.9% over the previous year from 1,337 to 1,403. However, there was a significant drop in the overall grant rate from 60.1% to 54.8% with the net effect being that fewer paroles were granted this past year than in 1986/87. The number of cases which had to be deferred decreased significantly from 60 to 44.

Part of the reason for there being fewer decisions to grant parole is evident from an analysis of the regional differences. The two regions which experienced the greatest increases in hearings for full parole were the Interior Region with a 37.5% increase and the Vancouver Region with a 20.0% increase, while over the same period these two regions had the lowest grant rates at 52.2% and 46.3% (respectively). In addition to this, the grant rate in the Fraser Region also decreased by 5.9 points and in the Northern Region the decrease was 9.5 points.

Tables II and VI record the number and type of decisions in each region with the provincial summaries in Tables VII and VIII.

Parole Supervision

The number on parole at the beginning of the year was 372 and at the end of year was 304 (Table IX). The monthly total rose steadily to 413 in June and then slowly declined over the remainder of the year as fewer were granted parole and more completed. The average number on parole each month was 365, a slight increase (2.8%) over last year's average of 355.

The inmates paroled this past year were incarcerated for the following offences:

Type of Offence	1986/87	1987/88
Property	35.3%	35.6%
Motor Vehicle	24.5%	24.1%%
Sexual	7.9%	7.9%
Drug	6.6%	7.6%
Violent	12.5%	11.5%
Other	13.2%	13.5%

Suspensions and Revocations

The number of suspensions rose this year from 168 in 1986/87 to 210, an increase of 25%. This followed a decrease of 20% the previous year. Of those suspended, 69.5% were ultimately revoked, the same percentage as the previous year. The number of revocations each month as a percentage of the number on parole is 3.3%, a small increase from 2.7% last year.

The total number of revocations as a percentage of all inmates on parole during 1987/88 was 13.3%, up from 10% last year. Table X presents all suspensions and the outcomes by month for the year.

Transfers To and From Other Jurisdictions

The number of transfers to other jurisdictions increased from 42 in 1986/87 to 48 last year.

The following table shows the totals and destinations or jurisdictions of origin:

	National Parole Board 1	Ontario	Quebec	Outside Canada 2	Total
To:	21	18	-	9	48
From:	-	3	-	-	3

1. Alberta (14); Saskatchewan (2); Manitoba (3); and Northwest Territories (2).

2. Washington State (3); South Dakota (1); California (2); Georgia (1); Germany (1); and El Salvador (1).

5. RESEARCH AND PROGRAM EVALUATION

Inmate Representation at Parole Hearings

The Board continues to benefit from the field placement program of the School of Criminology at Simon Fraser University. A two-part study of the frequency and impact of inmate representation at parole hearings was commenced in January by a student doing her field practicum at the Board Office. The study will be continued by another student in the summer semester. A summary of the preliminary findings of this study is attached as Appendix "E".

Evaluation of Termination Reports

A Termination of Supervision Report is completed on all parolees who successfully complete parole, those who are revoked, and those who transfer during parole to another jurisdiction.

A random sample of 300 reports was analyzed for the period of April 1987 to March 1988. The results of that analysis are contained in Appendix "F".

The following highlights have been extracted from the results:

- The major contributing factors to successful completions of parole would seem to be employment status on release and marital status. Of those who successfully complete parole 34% are married and 56.9% had employment on release, whereas of those revoked, 54.3% were single and only 28.6% were married and 60% were unemployed at the time of release.

- This past year an even greater number of parolees claim at least some secondary school education. In 1986/87 the percentage of the sample that had secondary level education was 55.3% and in 1987/88 the percentage of the sample that had the same level was 77.0%.

- The majority of parolees who were employed worked as labourers earning $1,500.00 per month or less. Of those parolees who were revoked, over 85% worked only part time, 65% less than one-quarter time.

- Over 83% of the cases who successfully completed parole did so without any violation being reported.

- Of those parolees who were revoked, 50% violated Conditions/Agreements of parole and 32.4% committed new offences.

- Alcohol and drug treatment was undertaken by 44% of those who successfully completed parole and by 41.7% of those revoked.

- One disturbing statistic is that although Native Indians comprised 18.9% of the total sample, they accounted for 44.1% of the revocations and only 15.6% of the successful conpletions. This figure is up considerably from previous years and will probably be the subject of further study in 1988/89.

6. CANADIAN ASSOCIATION OF PAROLING AUTHORITIES

The Canadian Association of Paroling Authorities continued its work during the year on a major submission to the Correctional Law Review project of the federal Ministry of Solicitor General. Three regular meetings were held during the year, in June and December 1987 and March 1988, to finalize the work of the submission which was made up of the following components:

Chapter 1	C.A.P.A.'s Proposal for a Conditional Release System
Chapter 2	C.A.P.A.'s Proposed Draft Statute
Chapter 3	Answers to the Specific Questions Raised in the Correctional Law Review's Working Paper on Conditional Release
Schedule 1	History of Conditional Release
Schedule 2	A Critique of the "Just Desserts" Model

This federal/provincial document, of considerable import to the parole system in Canada, was signed off by the C.A.P.A. members at the March 1988 meeting in Toronto for submission to the Correctional Law Review in April. While some of the parole boards also developed specific responses to the Report of the Canadian Sentencing Commission, the C.A.P.A. document incorporated many issues of common concern to both bodies.

A Special Meeting of C.A.P.A. was held in Vancouver in September at which the Chairpersons discussed submissions before the House Standing Committee on Justice and Solicitor General (Daubney Committee) which also undertook a review of sentencing and conditional release in Canada.

During this time of considerable controversy and review of sentencing and parole in Canada, C.A.P.A. provided a focal point for responses to the various review bodies and at the same time represented a substantial and effective forum for the development of future directions for parole in Canada.

7. SUMMARY AND CONCLUSIONS

The Board has accomplished a great deal during this very active year, both in its internal operations and through its involvement in a re-evaluation of parole issues at both the provincial and national levels. Important developments will take place during the ensuing year with the release of the Attorney General's "Green Paper" on parole and the report of the House Standing Committee on Justice and Solicitor General, chaired by David Daubney, M.P.

A provincial parole statute will be welcomed by the Board to give legislative force to the existence, organization, and mandate of the B.C. Board of Parole. Under the direction of a new Chairman the Board will continue to provide leadership in the development of a fair, just, and safe parole process which includes direct citizen involvement in parole decision-making.

APPENDIX "A"

BOARD MEMBERSHIP 1987/88

INTERIOR REGION

+	Norma Kenoras	Educator	Chase
*	Dan Kilburn	Businessman	Kelowna
	Ian Urquhart	(Retired)	Merritt

NORTHERN REGION

*	Ann McCaffray	Homemaker	Prince George
+	Douglas McMillan	Armed Forces (Retired)/ Businessman	Fraser Lake
	William Young	Social Worker/Minister (Retired)	Terrace

FRASER REGION

+	Ronald Dowbush	Clergyman	Delta
	Magdalene Isaak	Homemaker	Chilliwack
	James Lee	Businessman/Engineer (Retired)	Abbotsford
+	Katherine Marshall	Legal Information Counsellor	Maple Ridge
	Robert Thompson	Educator	Langley
*	Art Thornhill	Businessman	Surrey
*	Gerry Turner	Businessman	Coquitlam
	Sheila Veitch	Civic Official	Burnaby

VANCOUVER REGION

	Virginia Giles	Homemaker	Vancouver
+	Alex Hankin	Businessman	Richmond
*	Susan Knott	Homemaker	Vancouver
*	Viriginia Marshall-Lang	Businesswoman	West Vancouver
	Ted Woodyard	Director, Foreign Service	North Vancouver

VANCOUVER ISLAND REGION

*	Gerry Edwards	Armed Forces (Retired)	Sidney
+	Lloyd Sproule	Lawyer (Retired)	Nanaimo
	Mary Ann Waldmann	Homemaker	Victoria

\+ Members of the Policy Executive 1987/88.
* New appointments effective April 1987.

Note: Although the B.C. Corrections Branch adjusted its regional boundaries during 1987/88, the Board retained its current regional allocation to March 31, 1988.

APPENDIX "B"

CRITERIA FOR MEMBERSHIP

The Philosophy of the B. C. Board of Parole is based on a commitment to citizen participation in decision making in matters affecting the community. Consequently, all Members of the Board excluding the Chairman, are community members recommended for appointment on the basis of the following criteria:

The Nature of Community Involvement

There will be a strong emphasis on selecting candidates who have demonstrated through their activities and participation, a true sense of responsibility and interest in community affairs and concerns.

Personal Qualifications

Candidates will require a level of abilities, experience and objectivity consistent with the independent decision making role of the Board of Parole within the framework of the justice system. They will also have an understanding and appreciation of the serious impact of their decisions both on the individuals concerned and on the community at large. In the interest of maintaining the independence and integrity of the Board, candidates may be required to undergo a routine security check and furnish references upon request.

Level of Understanding of the Justice Process

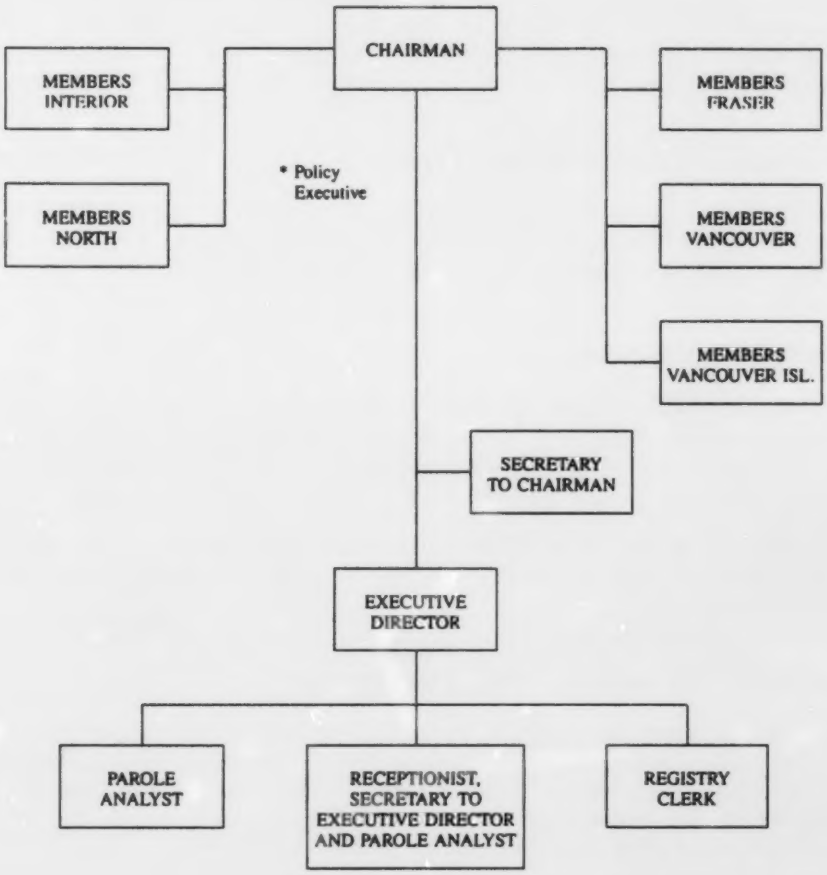
A general knowledge of the justice process and its component parts may be a significant criteria for Board membership. However, as opportunities will be provided for the orientation and ongoing development of all Board members, this knowledge requirement may be supplanted by an active interest in learning about the justice process and system.

Community Representation

To be consistent with the principles underlying the development of community membership, candidates should be seen by the community to represent broad areas of endeavour and achievement in the community, both with respect to community activity and participation and in terms of role, career or profession. The overriding consideration in this sense would be one of broad credibility within the community as opposed to the more limited representation of specific interest groups within the community.

APPENDIX "C"

ORGANIZATION CHART — B.C. BOARD OF PAROLE



NOTE—The B.C. Board of Parole operates as an independent agency in a quasi judicial function. The support services required are provided through the offices of the Assistant Deputy Minister, Support and Administration, Ministry of Attorney General (e.g., Personnel, Finance, Facilities Management).

A liaison with the Ministry's Executive Committee for administrative purposes is provided by the Commissioner of Corrections who is a member of that Committee.

* POLICY EXECUTIVE: — Chairman
— Executive Director
— Two members Fraser Region
— One member of each other Region

Staff Incumbents:

Executive Director:	Michael Redding
Secretary to Chairman:	Sharon Scott
Registry Clerk:	Joyce Hall
Parole Analyst:	Roy Dungey
Receptionist/Office Assistant:	Judy Allen

APPENDIX "D"

DISCUSSION PAPER

ON

PAROLE ISSUES

THE MEANING OF A SENTENCE

ISSUE:

In Canada, most prison sentences are of a fixed duration. However, with provisions in law such as remission, temporary absence, conditional release, and mandatory supervision the public has the perception that a sentence served is not the same as a sentence imposed. These provisions have been interpreted by the public as rendering the sanctions of the Court as more lenient than intended, even though they are authorized by statute. These perceptions exist in spite of the reality that the rate of imprisonment and the length of prison sentences in Canada are amongst the highest in the western democracies.

RESPONSE:

Canada's criminal justice system is acknowledged to be one of the best in the free world. It is essentially free from corruption, bribery, inducements, and other evils. It is operated by highly trained professionals accountable for their performance. It is also responsive to current needs at the community level. It operates with efficiency and effectiveness. In spite of this, there appears a crisis in credibility in the public's mind. While parole is perhaps more vulnerable than other components because of the negative publicity surrounding sensational cases, the crisis in credibility seems to apply to the system generally.

The problem is partly due to a poorly informed public, especially in relation to the purpose and effectiveness of incarceration as a sanction for unlawful behaviour. Prisons are effective in providing protection to the public for a limited period of time. They are largely ineffective, however, in teaching offender responsibility and accountability. Supervision in the community is a much more effective strategy, and yet, as an alternative to imprisonment, it is generally viewed by the public as a more lenient sanction.

One way of conveying to the public the true meaning of a sentence would be to have the court sentence offenders to a fixed period of correctional supervision with a minimum portion of that period, where required, to be spent in custody.

JUSTICE OR JUST DESSERTS?

ISSUE:

The criminal justice system (similar to our system of government) is characterized by checks and balances, divisions of power and the exercise of discretionary decision-making. As we are dealing in the criminal justice system with people who, like us, are subject to change, is the parole review at some point in the sentence a good mechanism to represent a second look? Should this kind of review be available to prisoners, or should the Judge's disposition be final? Should the Judge himself "relook" at at the case during the course of the sentence?

RESPONSE:

The effectiveness and practicality of the judicial review model adopted for young offenders in B.C. has still to be evaluated. Regardless of which authority is chosen, the need for post-sentence reviews appears desirable in order to provide greater opportunity for the successful reintegration of offenders back into the community.

As well, it is essential that the community, through its organizations, services, and resources are effectively utilized to support reintegration. This can best be accomplished by means of an organized process such as a parole review.

"Just desserts" emphasizes too exclusively the element of punishment. "Justice" incorporates considerations of fairness, of the ability of people to change and to accept a higher level of responsibility, and as well, certain humanitarian conderations. Justice also requires a resolution to crime and criminal behaviour which goes beyond punishment of the specific criminal act. This resolution can best be found in the community, and parole can make a significant contribution in that it operates in the community and requires the support of the community.

MANAGING THE RETURN OF PRISONERS TO THE COMMUNITY

ISSUE:

Historically, early release programs have been premised on the assumption that both the public and the inmate are better served through a "managed" re-entry process into the community - one which offers both control and support in the process of reintegration into the community. The purpose of mandatory supervision is very directly based on this assumption. Some critics have argued, however, that society would be better served by "unmanaged" releases from prison at fixed dates with support services offered to inmates who wish voluntarily to take advantage of them. More recently, consideration has been given to the concept of a presumptive

release from prison with supervision to the end of sentence as the norm, rather than remission-based release. This model places a high value on the management of the reintegration process as a correctional tool as opposed to the concept of parole as a privilege which is selectively granted on merit.

Should the return of prisoners to the community be managed? Or unmanaged? Should every inmate returning to the community be managed? Or only those who ask for early release by way of application? What does managing the inmate mean?

Should the state have the right to determine what inmates will be released on a presumptive release date as opposed to providing the inmate with the choice as to whether he wants to apply for "a managed early release" to the community?

RESPONSE:

While the concept of "managing" the return to the community from a sentence of imprisonment of all inmates has much appeal, the benefits which include increased inmate accountability for community behaviour (as opposed to institutional behaviour) must be weighed against the realities of community supervision or community management. Management in this sense is a dynamic word implying regular, ongoing and systematic action and accountability, which can only be realized when law enforcement agencies and probation/parole systems have adequate resources and reasonable workloads.

REHABILITATION VS REINTEGRATION

ISSUE:

The concept of rehabilitation which permeated correctional practice through the 1950's and 1960's has fallen into some disrepute. While it remains a noble objective, the issue is really one of ownership, with the suggestion that it should shift from the agency to the offender. The offender must take primary responsibility for his rehabilitation, leaving the correctional agency to motivate, facilitate, and act as a resource in providing advice and information. By providing these services the agency seeks to reintegrate the offender back into society on the strength of the offender's commitment and effort to rehabilitate himself. Is this shift of responsibility appropriate? Are the objectives of reintegration and rehabilitation realistic? Is parole a viable mechanism to achieve these objectives?

RESPONSE:

The shift from the concept of rehabilitation to a system in which the responsibility for release planning and for conduct and behaviour while in the community rests with the offender is seen as both appropriate and realistic. However, the even greater responsibilities of the correctional

agency to provide motivation and to facilitate must also be emphasized. Little can be gained from requiring that an offender fill in an application or write letters to resource persons in the community if the offender is illiterate.

The correctional agencies have to provide guidance and assistance to inmates and parolees if they are to achieve successful reintegration.

THE PURPOSE OF PAROLE

ISSUE:

There has been widespread support over the past decade or so of identifying the central mission of the criminal justice system as being the protection of society. If this is accepted, the purpose of parole (as with all other components of the system) is to contribute to that mission. In the light of parole still being viewed as a form of leniency or mitigation of punishment, how can parole be promoted as a strategy to protect the community?

RESPONSE:

In order to effectively promote parole as a strategy to protect the community the Board, with the assistance of other agencies within the Ministry, should launch a public education program in each of the five regions of the province. This would require, first of all, a clear understanding and delineation of the role of the Board and its membership. Secondly, it would require closer liaison and communication with other social agencies.

With a well-planned public education program, the perception of parole as a form of leniency and mitigation could be challenged by the far more positive outcome to the community which is realized by the successful reintegration of the offender. Some of the benefits of parole that should be emphasized are:

Restoration -	of order to the community.
Reintegration -	the orderly re-entry into society in a controlled and helping environment.
Cost-effectiveness -	of community supervision over incarceration given the high success rate of parolees.
Protection of Public -	through supervision in the community and in residential centres.
Victim Reparation -	through enforcement of court-ordered and voluntary restitution.

THE EFFECTIVENESS AND EFFICIENCY OF PAROLE

ISSUE:

Effectiveness

Parole, as a means of reintegrating the offender back into the community and hence protecting society from further victimization is almost 90% effective. During the seven years that the Board has been operating under its current mandate (1980 to 1987) there have been a total of 7067 paroles granted of which only 831 were revoked. That represents an average annual revocation rate of 11.8%. The rate of revocations during that time period has remained constant, showing only slight variations from a low of 10% (1987) to a high of 13.2% (1986). More than half of the revocations were for violations of conditions only (53%). In only 17% of the revocations, the reason for return to custody was for a new offence alone. The balance were for a combination of violation of conditions and new offences.

When the figures are analysed on a month by month basis, they are even more impressive. Based on the number of suspensions and revocations on average each month over the same seven year period, the average number of parolees at risk is between 4.3% (suspensions) and 3% (revocations). The vast percentage of suspension warrants are issued and executed the same day that the violation of parole is reported. These figures and practices indicate a high level of protection to the community through parole supervision.

Efficiency

The complement of Members and Staff of the Board has remained unchanged over the past six years. The actual cost of the Board has increased commensurate with the increase in workload resulting in the per hearing cost remaining relatively stable at just over $300.00 Throughout this period, the Board has never had a backlog of cases waiting to be heard and the time elapsed from application to hearing decision has similarly remained constant at just over 30 calendar days.

The cost saving provided by parole can be represented by the following sample based on a one year sentence of imprisonment:

Savings from Reduced time in custody (4 months x $80 per day)		**$9,600.00**
less:	**Hearing cost**	**300.00**
	Supervision cost (8 months x $2.50/day)	
		600.00
TOTAL SAVINGS		**$8,700.00**

Are these levels of effectiveness and efficiency acceptable? Are there attainable methods of increasing the Board's effectiveness and efficiency? Should the Board set higher standards of effectiveness and efficiency?

RESPONSE:

The seven year summary of the Board's activities and statistics related to successful completions, suspensions, and revocations indicates a high degree of efficiency and effectiveness.

Any attempts to increase this performance would, first of all, require a great deal more research not just in B.C. but nation-wide to ascertain what might be optimum levels of success/failure.

Pure statistical analysis does not relate numerical outcomes to person's lives and there will be human costs related to any attempts to increase the efficiency and effectiveness of Board decisions. Society must, first of all, realize the clientele with which the Board deals and then, it must define what is undue and what is acceptable risk.

CRITERIA FOR PAROLE

ISSUE:

Many argue that the present statutory criteria in the Parole Act (Canada) are outdated and in need of revision to reflect more accurately current correctional theory and practice. Should they address the notion of punishment? What level of importance should be placed on risk? How should the criteria be reformulated?

RESPONSE:

If the eligibility rules (minimum time served before parole is considered) reflect the punitive and deterrent aspects of incarceration, the criteria for parole reflect those standards by which the merit of an early release is considered.

The current criteria include reference to "maximum benefit of imprisonment". Institutional behaviour is often an imprecise measure of community behaviour. This criterion should be reformulated to focus on the degree to which the punitive and deterrent intent has been achieved.

Secondly, there is reference in the current criteria to the "rehabilitation and reform of the offender being aided". This criterion, noble as it is, should be reformulated to reflect a shift of responsibility from the correctional agency to the offender himself.

Thirdly, the criterion of risk needs to be retained with perhaps greater clarity of the circumstances under which risk is acceptable, including the effect of conditions (such as supervision) and the likely consequence of violations or re-offending (potential harm).

THE PURPOSE OF ELIGIBILITY RULES FOR CONDITIONAL RELEASE

ISSUE:

Eligibility rules for temporary absence and parole establish the minimum portion of a fixed sentence of imprisonment which must be served before a releasing or absenting authority may exercise discretion in granting or denying an early release. As eligibility rules are established by the Parliament of Canada, one view expressed is that eligibility rules represent the minimum point in the sentence at which the punitive aspect of the sentence has been satisfied.

RESPONSE:

Eligibility rules are tied to the concept of parole as a second look at the impact which a sentence has had on both the offender and the community. Given society's inability to accurately predict human behaviour, it is currently well established in law that most offenders shall be provided with access to a review for early release at some point in their sentence of imprisonment. The grant of parole, on the other hand, is considered a privilege which must be earned.

Under current law the court-imposed sentence of imprisonment establishes the maximum length of time during which the state imposes controls over an offender's mobility and behaviour, but the method by which those controls are exercised is a function of correction's administration (classification and Temporary Absence decisions) and Parole Boards (parole decisions). Parole eligibility rules define the minimum portions of a sentence of imprisonment which must be served in jail before a parole can be granted, and as such, represent the punitive and deterrent aspects of a sentence of imprisonment as established by Parliament.

THE APPLICATION OF ELIGIBILITY RULES FOR CONDITIONAL RELEASE

ISSUE:

Along with the purpose of eligibility, the question needs to be asked "How should eligibility rules be established?". Should the same rules apply in all situations to all sentenced inmates? Should the rules vary in accordance with sentence length? Should they be subject to judicial discretion on an individual case basis at the time of sentencing? Are the current eligibility rules too lenient? Too harsh?

RESPONSE:

Assuming that the imposition of sentence reflects not only the principles of sentencing but also the law pertaining to the administration of the sentence, it is important for parole eligibility rules to be established by federal statute. Again, assuming that the nature and gravity of the offence are reflected in the sentence imposed and in the application of statutory criteria in the parole decision, the application of parole eligibility rules should be consistent for all offenders and all sentence lengths. There is a significant body of opinion, however, that judicial discretion should be allowed on an individual case basis for the most serious offences in setting parole eligibility within statutory parameters. Current parole eligibility rules are seen by many as being too lenient, particularly as they apply to day parole.

THE NEEDS OF VICTIMS

ISSUE:

In 1983 the B.C Board of Parole developed policy which affirmed the legitimacy of taking victim needs into account in parole decision-making. The policy also provides for reinforcement of Court-ordered conditions of restitution, reparation, or community service, etc. through the imposition of special conditions of parole. In selected cases, the policy provisions provide as well for the opportunity for victim reparation agreements to be entered into voluntarily if all parties consent. To what extent can the Board pursue or promote its policy in victim reparation in the context of parole decision-making beyond its current practice? Should this matter be promoted? Should Courts be encouraged to make greater use of victim reparation conditions in Court dispositions? Are there dangers involved in pursuing this direction and if so, what are they?

RESPONSE:

Over the past decade the issues surrounding the rights and role of the victim in the criminal justice process have come to increased prominence. There have been several major conferences and workshops, many books and articles written, and films produced; in general, the issue has received a great deal of attention. Still some serious questions remain, especially in relation to victim rights, the judicial process, and in post-trial disposition. Central to the whole issue is the question of who the victim is in the criminal justice system of a democratic society.

The Courts should be the ultimate authority and should be encouraged to consider the impact of the offence on the victim and the sentence should reflect an attempt to make reparation.

The Parole Board, however, is not a Court and should not attempt to increase the penalty on an offender by ordering further reparation. Parole conditions should reinforce Court-ordered restitution and should respond, as current policy allows, to any voluntary attempt by the offender, to make ammends for the crime.

OPEN/CLOSED PAROLE HEARINGS

ISSUE:

It is perhaps ironic that one of the features of the parole system which, in the view of parole officials is fundamental to effective parole decision-making, is at the same time the source of much of the criticism levelled at parole boards. The informal, non-adversarial nature of the parole hearing is upheld and preserved by parole authorities as a way of ensuring that parole decisions are made on the basis of the most accurate and current information available, particularly that information obtained from the interview with the inmate and the inmate's representatives. Critics of closed parole hearings argue however, that by restricting access to outside parties and by prohibiting the full application of adversarial "due process", parole boards operate "in the shadows" and reinforce a public (and inmate) perception of unpredictability, uncertainty, and unfairness.

RESPONSE:

The current practice of conducting parole hearings which are closed to the public is defensible on several counts. Perhaps most important is the recognition that the parole hearing is an adjudication of the merit of changing the circumstances under which a sentence will be served. It is not an appeal of the sentence itself which was subject to due process in a court of law, nor is it a trial between competing parties. The introduction of "competing parties" to the parole hearing would create a dangerous potential for a retrial.

As the parole hearing is focussed on the inmate both in assessing risk and in weighing the potential for reintegration, personal information relating to the offender and the release plan will be disclosed and discussed. Public disclosure of some of this information would not only be counter-productive to the rehabilitation and reintegration of the offender, but could also be contrary to the provisions of privacy legislation.

The informal, non-public nature of the parole hearing actually encourages and supports full disclosure between the inmate and the Board, which in turn facilitates the assessment of risk by parole authorities and ultimately leads to quality decision-making.

In times of scarce resources few, if any, government agencies are in a position to implement policies which would dramatically increase

expenditures and staff complement. The practical and logistical implications of opening the parole hearing are considerable and might affect the following areas:

- need for increased and more accessible space for parole hearings;
- likelihood of increased frequency of legal representation in parole hearings, including legal counsel for the Board;
- need for increase in staff resources to manage more administration of documents, coordination of parties to the hearing (including security), and formal recording of the hearing;
- increased expenditures to both the Board and the jails resulting from lengthier parole hearings, greater complexity and delays in scheduling hearings, more time required to process parole applications, and fewer inmates applying for parole (those with shorter sentences).

The criticisms of arbitrariness and capriciousness which stem from closed hearings do not adequately take into account procedural safeguards and decision-making guidelines which are built into today's systems pursuant to the principles of natural justice and the duty to act fairly. Administrative process is subject to judicial review, and parole boards have taken significant measures to meet common law principles and administrative fairness.

The issue of public accountability can be enhanced by allowing selected observers and media reporting on parole decisons while protecting the identities of the individuals concerned. Victim needs are being addressed through the introduction of victim impact statements (either those which have been entered at the time of sentencing or those which are incorporated into Community Assessments for parole), and through programs of victim-offender reconciliation or victim reparation which may be included in the terms of release.

APPENDIX "E"

1988 INMATE REPRESENTATION STUDY

B.C. BOARD OF PAROLE

EXECUTIVE SUMMARY

Introduction

It has long been a concern of the B.C. Board of Parole that some follow up research be done in consideration of the validity of the Board's policy which endows inmates with the right to have representatives speak on their behalf or provide support during parole hearings. Consequently, in December of 1987 the Board made arrangements with Simon Fraser University to have an undergraduate student come into the Board Office and conduct research into inmate representation. The research project was carried out during the months of January, February and March of 1988.

The research carried out in this project was exploratory. Because of time limitations, the goal of the research project was limited to acquiring findings that would allow for as comprehensive and as thorough an understanding of inmate representation as is posssible with the resources available. The key avenues of inquiry were the frequency of inmate representation and the impact of that representation. Board members played a key role in the data collection process, as during the course of the project they made notes on Panel Hearing sheets as to which inmates had representatives present, how many and the relation of these representatives to the inmates.This data was used in conjunction with information from inmate case files and was analyzed through data breakdowns across 15 variables and variable combinations.

This executive summary contains the highlights of the findings of this project. Complete reports are available through the Board Office.

Findings

(1) Of the total number of cases that were heard by the B.C. Board of Parole between January 1, 1988 and March 31, 1988, 351 cases were studied. Of these, 130 had at least one or more representatives present on an inmate's behalf. This is a representation rate of 37%.

(2) The rate of representation across regions was pretty much consistent with the overall rate of representation. However, Region 1 had a very high rate of representation, 56%. It appears that the data from Region 1* has skewed the overall representation rate by increasing it.

*Region 1 - Vancouver Island

(3) Across security classifications, community correctional centres had the lowest rate of representation, 33%, whereas, secure and open facilities had close to the same rates of representation, 37% and 38%.

(4) Four of the province's facilities had representation rates which exceeded fifty percent. From highest to lowest: they were, the Chilliwack Community Correctional Centre, which had a rate of 100%; the Nanaimo Correctional Centre, which had a rate of 63%; the Stave Lake Correctional Centre, which had a rate of 57%; and the Twin Maples Correctional Centre, which had a rate of 53%.

(5) Forty percent of those inmates applying for parole for the first time had representation present at their hearings, while 46% of inmates reapplying for parole had representation present. Those inmates who were post suspension (in custody) had representatives present only 7% of the time.

(6) Inmates serving more than twelve months, but less than twenty-four, had the highest rate of representation, 44%, and inmates serving less than three months had the lowest rate, 29%. The data appears to indicate that as sentence length increases, so too, does the rate of representation.

(7) Male and female inmates exercised their right to have representatives present at their hearings at a fairly close rate; male inmates had a representation rate of 37% and female inmates had a representation rate of 40%.

(8) Inmate age did not have a uniform effect on whether or not representation was present at a hearing. For example, inmates between 17 and 21 had representation present 47% of the time, inmates between 27 and 31 had representation present 31% of the time and inmates between 47 and 51 had representation present 43% of the time.

(9) Parents and spouses were the most common types of representatives as they represented 33% and 26% of the total number of representatives that were present at B.C. Board of Parole hearings during the course of the study. The most significant finding here, however, was that of the 187 inmate representatives counted less than 1% were lawyers.

(10) The most common representatives of male inmates were parents, and spouses. The most common representatives of female inmates were spouses, and social support group members.

(11) Parents mostly represented inmates between 17 and 21 years old, spouses mostly represented inmates between 22 and 26 years old and friends were relied upon fairly consistently across the first seven age groups.

(12) Inmates who had a representative present at their hearing were granted parole more often (54%) than those inmates who did not have a representative present (37%). However, inmates with two or more representatives present at their hearing were not granted parole more often than inmates with only one representative present.

(13) In cases where there was only one representative present at an inmate's hearing, social support group members were associated with the highest rate of decisions to grant parole, 70%. They were followed by spouses, who were associated with a parole grant rate of 62% and parents who were associated with a parole grant rate of 60%.

Discussion

The data would appear to indicate that inmates are consistently exercising their right to have representation present at their hearings and that the representation is having some impact upon parole decisions. However, before coming to any definite conclusions about inmate representation, the Board should continue the research done in this study over an extended period of time to ensure that any patterns apparent in the findings are more than short term phenomena. The sample from which the data for this study was drawn was very small and any findings coming from this data are extremely limited in scope.

APPENDIX "F"

TERMINATIONS REPORTS

SAMPLE:

Completions	258	(86.0%)
Revocations	35	(11.7%)
Transfers	7	(2.3%)
TOTAL	300	(100.0%)

Personal Information	Completions No.	Completions %	Revocations No.	Revocations %
a) Sex				
Male	237	(89.4)	34	(97.1)
Female	28	(10.6)	1	(2.9)
b) Racial Origin				
Caucasian	210	(80.2)	18	(52.9)
Native Indian	41	(15.6)	15	(44.1)
Other	11	(4.2)	1	(2.9)
c) Marital Status				
Married	89	(34.0)	10	(28.6)
Single	107	(40.8)	19	(54.3)
Other	66	(25.2)	6	(17.1)
d) Educational Level				
Elementary	22	(8.3)	4	(11.4)
Secondary	204	(77.0)	27	(77.1)
Post Secondary	22	(8.3)	0	(0.0)
N/A	17	(6.4)	4	(11.4)
Less than 8	13	(4.9)	1	(2.9)
8 - 10	96	(36.2)	11	(31.4)
11 - 12	61	(23.0)	9	(25.7)
Over 12	9	(3.4)	0	(0.0)
N/A	86	(32.5)	14	(40.0)
e) Medical History				
No problems	196	(77.5)	25	(73.5)
Physical	36	(14.2)	3	(8.8)
Emotional	21	(8.3)	6	(17.7)

TERMINATIONS REPORTS (Con't)

Community Support	Completions No.	Completions %	Revocations No.	Revocations %
a) Residence				
Permanent	170	(65.4)	21	(61.8)
Moved Once	68	(26.1)	9	(26.5)
Moved More	22	(8.5)	4	(11.7)
Type				
Single Family	175	(66.0)	22	(62.8)
Shared	73	(27.5)	10	(28.6)
CBRC	2	(0.8)	2	(5.7)
N/A	15	(5.7)	1	(2.9)
b) Employment Upon Release				
Job Training/Life skill	15	(5.6)	1	(2.9)
Educational Program	16	(5.9)	4	(11.4)
Employed	153	(56.9)	9	(25.7)
Unemployed	85	(31.6)	21	(60.0)
Was Employed				
0% - 25%	78	(29.4)	23	(65.7)
25% - 75%	84	(31.7)	7	(20.0)
100%	93	(35.1)	2	(5.7)
N/A	10	(3.8)	3	(8.6)
Type of Employment				
Labourer	142	(53.7)	15	(42.8)
Professional	8	(3.0)	0	(0.0)
Other	78	(29.4)	3	(8.6)
N/A	37	(13.9)	17	(48.6)
Wages Earned/Month				
$500.00 or less	64	(24.2)	13	(37.1)
$500.00 to $1,500.00	108	(40.8)	10	(28.6)
Over $1,500.00	51	(19.2)	1	(2.9)
N/A	42	(15.8)	11	(31.4)

TERMINATIONS REPORTS (Con't)

Parole Supervision	Completions No.	Completions %	Revocations No.	Revocations %
a) Response to Supervisor				
Cooperative	235	(88.7)	11	(31.4)
Required Warning	21	(7.9)	13	(37.1)
Uncooperative	4	(1.5)	11	(31.4)
N/A	5	(1.9)	0	(0.0)
b) Critical Incidents				
Nature of Violation				
None	222	(83.8)	0	(0.0)
Minor	15	(5.6)	2	(5.4)
Violation Reported	22	(8.3)	35	(94.6)
N/A	6	(2.3)	0	(0.0)
Incident Involved				
Violation - Conditions/ Agreements	12	(54.6)	17	(50.0)
New Offence	7	(31.8)	11	(32.4)
Other	2	(9.1)	0	(0.0)
Both 1 & 2	1	(4.5)	6	(17.6)
Offence Involved				
Violence	2	(18.2)	5	(27.8)
Property	3	(27.3)	7	(38.9)
Other	6	(54.5)	6	(33.3)
c) Treatment on Parole				
None	107	(38.9)	17	(47.2)
Drug/Alcohol	121	(44.0)	15	(41.7)
Emotional/Psych.	37	(13.5)	4	(11.1)
Medical	10	(3.6)	0	(0.0)
d) Restitution/Fines				
C.S.O.	6	(299 h)	1	-
Fine (0 - $500.00)	2	$500.00	3	-
Fine (Over $500.00)	3	$9,000.00		
Reparation	7	$18,936.62		
e) Family Responsibilities				
Supported Family				
As Sole Support	45	(17.0)	2	(5.7)
As Part Support	57	(21.5)	2	(5.7)
Not At All	21	(7.9)	5	(14.3)
N/A	142	(53.6)	26	(74.3)

TABLE I

Number of Board Hearings by Region by Month
Fiscal Year 1987/88 (1986/87)

Month	Interior	Northern	Fraser	Vancouver	Vancouver Island	Total
April	5 (3½)	5 (3½)	11 (9½)	7 (6)	5 (4)	33 (26½)
May	4 (3)	5 (6)	15½ (10)	8 (6)	4 (4)	36½ (29)
June	3½ (2)	3½ (5)	8 (10)	8 (5)	4 (5)	27 (27)
July	4 (4)	5½ (4½)	9 (9½)	6½ (5)	3½ (3)	28½ (26)
August	4 (2)	7 (4)	10 (8)	8 (6)	5 (3½)	34 (23½)
September	5 (3)	4 (4½)	9½ (11½)	5 (4)	3 (5)	26½ (28)
October	3 (3)	4 (4)	10½ (8)	5 (5)	3 (2)	25½ (22)
November	3 (5)	4½ (3½)	10 (9)	6 (5)	3 (4)	26½ (26½)
December	4 (2)	6 (6)	12 (11)	6½ (5)	2 (3)	30½ (27)
January	4 (4)	4 (6)	9½ (8)	6½ (4)	3 (3)	27 (25)
February	4 (2)	3½ (7)	8 (9½)	5½ (6)	2 (2)	23 (26½)
March	4 (2)	3 (6)	11½ (15)	5 (8½)	5½ (5½)	29 (37)
Total	47½ (35½)	55 (60)	124½ (119)	77 (65½)	43 (44)	347 (324)
Percentage of Total	13.7 (11.2)	15.8 (18.5)	35.9 (36.7)	22.2 (20.2)	12.4 (13.6)	

TABLE II

Number and Type of Decisions by Month — Interior Region
Fiscal Year 1987/88 (1986/87)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	15 (6)	5 (9)	1 (1)	0 (0)	1 (1)	22 (17)	75.0 (40.0)
May	8 (9)	10 (8)	1 (0)	1 (1)	1 (1)	21 (28)	44.4 (52.9)
June	9 (5)	8 (2)	0 (0)	0 (0)	2 (2)	19 (9)	52.9 (71.4)
July	10 (9)	8 (6)	1 (0)	3 (4)	0 (2)	22 (21)	55.5 (60.0)
August	7 (5)	8 (4)	0 (0)	2 (1)	0 (0)	17 (10)	46.7 (55.6)
September	14 (5)	9 (8)	1 (0)	3 (3)	1 (1)	28 (17)	60.9 (38.5)
October	5 (10)	9 (3)	0 (0)	0 (2)	0 (2)	14 (17)	35.7 (76.9)
November	5 (13)	7 (7)	0 (1)	4 (2)	0 (0)	16 (23)	41.7 (65.0)
December	9 (2)	8 (7)	0 (0)	1 (0)	1 (1)	19 (10)	52.9 (22.2)
January	8 (7)	8 (10)	0 (0)	1 (0)	0 (1)	17 (18)	50.0 (41.2)
February	11 (3)	7 (4)	0 (0)	4 (2)	0 (3)	22 (12)	61.1 (42.9)
March	8 (3)	13 (7)	0 (0)	0 (0)	0 (2)	21 (12)	38.1 (30.0)
Total	109 (77)	100 (75)	4 (2)	19 (14)	6 (16)	238 (184)	52.2 (50.7)
Percentage of Total	45.8 (41.8)	42.0 (40.8)	1.7 (1.1)	8.0 (7.6)	2.5 (8.7)		

TABLE III

Number and Type of Decisions by Month — Northern Region
Fiscal Year 1987/88 (1986/87)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	16 (8)	9 (6)	0 (0)	1 (0)	1 (3)	27 (17)	64.0 (57.1)
May	14 (17)	13 (8)	0 (2)	1 (3)	1 (2)	29 (32)	51.9 (68.0)
June	4 (18)	12 (8)	0 (0)	0 (0)	0 (0)	16 (26)	25.0 (75.0)
July	14 (14)	8 (6)	1 (1)	7 (2)	2 (0)	32 (23)	63.6 (70.0)
August	19 (9)	10 (8)	0 (1)	1 (2)	0 (0)	30 (20)	65.5 (52.9)
September	5 (10)	6 (9)	1 (1)	7 (2)	0 (2)	19 (24)	45.5 (52.6)
October	11 (12)	6 (1)	0 (0)	1 (3)	1 (2)	19 (18)	64.7 (92.3)
November	14 (9)	4 (8)	0 (0)	3 (0)	2 (2)	23 (19)	77.8 (52.9)
December	14 (18)	14 (8)	0 (1)	1 (0)	1 (0)	30 (27)	50.0 (69.2)
January	11 (19)	4 (10)	0 (1)	5 (2)	0 (2)	20 (34)	73.3 (65.5)
February	5 (20)	10 (10)	1 (1)	1 (3)	0 (1)	17 (35)	33.3 (66.7)
March	5 (16)	8 (8)	0 (0)	4 (5)	0 (2)	17 (31)	38.5 (66.7)
Total	132 (170)	104 (90)	3 (8)	32 (22)	8 (16)	279 (306)	55.9 (65.4)
Percentage of Total	47.3 (55.6)	37.3 (29.4)	1.1 (2.6)	11.5 (7.2)	2.8 (5.2)		

TABLE IV

Number and Type of Decisions by Month — Fraser Region
Fiscal Year 1987/88 (1986/87)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	29 (28)	18 (18)	2 (1)	1 (2)	3 (0)	53 (49)	61.7 (60.9)
May	42 (27)	18 (19)	1 (1)	5 (0)	6 (2)	72 (49)	70.0 (58.7)
June	24 (26)	13 (19)	2 (1)	0 (1)	0 (0)	39 (47)	64.9 (57.8)
July	25 (37)	16 (12)	1 (2)	0 (0)	1 (3)	43 (54)	61.0 (75.5)
August	33 (21)	18 (12)	3 (6)	0 (2)	2 (2)	56 (43)	64.7 (63.6)
September	28 (31)	14 (19)	1 (0)	0 (1)	2 (3)	45 (54)	66.7 (62.0)
October	25 (22)	22 (14)	2 (1)	0 (1)	5 (0)	54 (38)	53.2 (61.1)
November	27 (25)	16 (13)	1 (3)	0 (0)	2 (0)	46 (41)	62.8 (65.8)
December	27 (35)	23 (17)	1 (2)	3 (1)	3 (1)	57 (56)	54.0 (67.3)
January	20 (28)	23 (9)	0 (1)	0 (0)	1 (1)	44 (39)	46.5 (75.7)
February	21 (26)	13 (10)	0 (1)	3 (6)	2 (4)	39 (47)	63.6 (72.2)
March	24 (44)	24 (20)	0 (4)	0 (0)	2 (2)	50 (70)	50.0 (68.8)
Total	325 (350)	218 (182)	14 (23)	12 (14)	28 (18)	598 (587)	59.9 (65.8)
Percentage of Total	54.3 (59.6)	36.5 (31.0)	2.3 (3.9)	2.0 (2.4)	4.8 (3.1)		

TABLE V

Number and Type of Decisions by Month — Vancouver Region
Fiscal Year 1987/88 (1986/87)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	14 (8)	12 (11)	5 (3)	7 (5)	7 (6)	45 (33)	53.8 (42.1)
May	9 (10)	15 (9)	1 (1)	4 (8)	6 (1)	35 (29)	37.5 (52.6)
June	14 (6)	12 (8)	0 (2)	7 (4)	5 (2)	38 (22)	53.8 (42.9)
July	9 (8)	10 (11)	1 (1)	5 (3)	5 (3)	30 (26)	47.4 (42.1)
August	11 (9)	14 (10)	2 (2)	7 (4)	7 (1)	41 (26)	44.0 (47.4)
September	7 (4)	12 (6)	1 (2)	5 (5)	2 (1)	27 (18)	36.8 (40.0)
October	9 (6)	5 (5)	0 (3)	6 (8)	4 (2)	24 (24)	64.3 (54.5)
November	6 (8)	10 (7)	1 (1)	9 (5)	1 (1)	27 (22)	37.5 (53.3)
December	12 (12)	11 (8)	0 (0)	5 (4)	5 (5)	33 (29)	52.2 (60.0)
January	9 (8)	10 (6)	1 (0)	6 (7)	5 (1)	31 (22)	47.4 (57.1)
February	7 (8)	11 (6)	1 (5)	2 (4)	3 (1)	24 (24)	38.9 (57.1)
March	7 (22)	10 (9)	0 (0)	5 (5)	5 (3)	27 (39)	41.2 (71.0)
Total	114 (109)	132 (96)	13 (20)	68 (62)	55 (27)	382 (314)	46.3 (53.2)
Percentage of Total	29.8 (34.7)	34.6 (30.6)	3.4 (6.4)	17.8 (19.7)	14.4 (8.6)		

TABLE VI

Number and Type of Decisions by Month — Vancouver Island Region
Fiscal Year 1987/88 (1986/87)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	8 (12)	11 (6)	2 (0)	1 (1)	1 (0)	23 (19)	42.1 (66.7)
May	7 (8)	8 (6)	1 (2)	1 (0)	1 (2)	18 (18)	46.7 (57.1)
June	12 (12)	7 (7)	0 (1)	3 (0)	1 (2)	23 (22)	63.2 (63.2)
July	10 (5)	6 (10)	0 (0)	1 (1)	1 (0)	18 (16)	62.5 (33.3)
August	8 (7)	10 (10)	1 (1)	0 (1)	2 (1)	21 (20)	44.4 (41.2)
September	3 (13)	7 (9)	1 (0)	1 (0)	1 (2)	13 (24)	30.0 (59.1)
October	4 (4)	8 (5)	1 (0)	0 (0)	1 (2)	14 (11)	33.3 (44.4)
November	10 (6)	3 (7)	1 (1)	2 (0)	0 (2)	16 (16)	76.9 (46.2)
December	6 (7)	0 (6)	1 (0)	1 (1)	2 (1)	10 (15)	100.0 (53.9)
January	4 (6)	8 (7)	1 (1)	0 (0)	3 (1)	16 (15)	33.3 (46.2)
February	4 (6)	4 (6)	0 (0)	0 (1)	2 (1)	10 (14)	50.0 (50.0)
March	13 (12)	8 (11)	1 (1)	0 (0)	3 (2)	25 (26)	61.9 (52.2)
Total	89 (98)	80 (90)	10 (7)	10 (5)	18 (16)	207 (216)	52.7 (52.1)
Percentage of Total	43.0 (45.4)	38.6 (41.7)	4.8 (3.2)	4.8 (2.3)	8.8 (7.4)		

TABLE VII

Number and Type of Decisions by Month — Provincial Summary
Fiscal Year 1987/88 (1986/87)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	82 (62)	55 (50)	10 (5)	10 (8)	13 (10)	170 (135)	59.8 (55.4)
May	80 (71)	64 (50)	4 (6)	12 (11)	16 (9)	176 (146)	55.5 (58.7)
June	63 (67)	52 (44)	2 (4)	10 (5)	8 (6)	135 (126)	54.8 (60.4)
July	68 (73)	48 (45)	4 (4)	16 (10)	9 (8)	145 (140)	58.6 (61.9)
August	78 (51)	60 (44)	6 (10)	10 (10)	11 (4)	165 (119)	56.5 (53.7)
September	57 (63)	48 (51)	5 (3)	16 (11)	6 (9)	132 (137)	54.3 (55.3)
October	54 (54)	50 (28)	3 (4)	7 (14)	11 (8)	125 (108)	51.9 (65.9)
November	62 (61)	40 (42)	3 (6)	18 (7)	5 (5)	128 (121)	60.8 (59.2)
December	68 (74)	56 (46)	2 (3)	11 (6)	12 (8)	149 (137)	54.8 (61.7)
January	52 (68)	53 (42)	2 (3)	12 (9)	9 (6)	128 (128)	49.5 (61.8)
February	48 (63)	45 (36)	2 (7)	10 (16)	7 (10)	112 (132)	51.6 (63.6)
March	57 (97)	63 (55)	1 (5)	9 (10)	10 (11)	140 (178)	47.5 (63.8)
Total	769 (804)	634 (533)	44 (60)	141 (117)	117 (93)	1705 (1607)	54.8 (60.1)
Percentage of Total	45.1 (50.0)	37.2 (33.2)	2.6 (3.7)	8.3 (7.3)	6.8 (5.8)		

TABLE VIII

Number and Type of Decisions by Region
Fiscal Year 1987/88 (1986/87)

	Grant	Deny	Defer	Revoke	Other	Total	Percentage Change Over 1985/86
Interior	109 (77)	100 (75)	4 (2)	19 (14)	6 (16)	238 (184)	+29.3
Northern	132 (170)	104 (90)	3 (8)	32 (22)	8 (16)	279 (306)	−8.8
Fraser	325 (350)	218 (182)	14 (23)	12 (14)	29 (18)	598 (587)	+1.9
Vancouver	114 (109)	132 (96)	13 (20)	68 (62)	55 (27)	382 (314)	+21.7
Vancouver Island	89 (98)	80 (90)	10 (7)	10 (5)	18 (16)	207 (216)	−4.2
Total	769 (804)	634 (533)	44 (60)	141 (117)	117 (93)	1705 (1607)	+6.1

TABLE IX

Number on Parole by Month — Provincial Summary
Fiscal Year 1987/88 (1986/87)

Month	Number at Beginning	Grants	Transfer In	Revoke	Transfer Out	Completions	Number at End
April	372	82	3	10	4	59	384
May	384	80	0	12	2	45	405
June	405	63	0	10	3	62	393
July	413	68	0	16	4	84	357
August	357	78	0	10	8	40	377
September	377	57	0	16	3	52	363
October	363	54	0	7	5	61	344
November	344	62	1	18	6	70	313
December	313	68	0	11	5	47	318
January	318	52	0	12	0	44	314
February	314	48	0	10	2	45	305
March	305	57	0	9	6	43	304
Total		769	4	141	48	652	

TABLE X

Suspensions by Month and Disposition
Fiscal Year 1987/88 (1986/87)

Month	Suspensions		Disposition					
			Revoke		Reinstate		Other	
April	19	(12)	14	(9)	4	(3)	1	(0)
May	16	(12)	9	(6)	6	(3)	1	(3)
June	24	(14)	15	(8)	6	(4)	3	(2)
July	22	(17)	14	(14)	7	(2)	1	(1)
August	23	(14)	17	(10)	4	(4)	2	(0)
September	9	(20)	8	(15)	1	(4)	0	(1)
October	23	(11)	17	(7)	3	(4)	3	(0)
November	14	(10)	9	(5)	2	(5)	3	(0)
December	18	(12)	10	(10)	5	(1)	3	(1)
January	14	(20)	10	(14)	3	(4)	1	(2)
February	12	(14)	8	(10)	3	(3)	1	(1)
March	16	(12)	15	(9)	0	(3)	1	(0)
Total	210	(168)	146	(117)	44	(40)	20	(11)
Percentage			69.5	(69.6)	21.0	(23.8)	9.5	(6.6)